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Pacific Municipalities AND COUNTIES

A Monthly Review of Municipal Problems and Civic Improvements

OFFICIAL ORGAN OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES



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TRAFFIC—WHAT OF IT?

By Dr. Miller McClintock

HARBOR IMPROVEMENTS AT LONG BEACH

By Colonel Johnson

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CONTENTS

TRAFFIC—WHAT OF IT?

By Dr. Miller McClintock..... 480

THE GASOLINE TAX AND MOTOR VEHICLE FUNDS, HOW SHOULD THEY BE DIVIDED?

Symposium..... 481

HARBOR IMPROVEMENTS AT LONG BEACH.

By Colonel Johnson..... 489

DISCUSSION ON THE SUBJECT OF RECALL PETITIONS..... 494

REPORT OF THE NOMINATING COMMITTEE—ELECTION OF OFFICERS 497

LONG BEACH MUNICIPAL BAND..... 500

LEAGUE OF CALIFORNIA MUNICIPALITIES

Organized 1897

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The League of California Municipalities maintains in connection with the Secretary's Office, a Bureau for furnishing city and town officials with information on municipal affairs, and loaning copies of new ordinances and specifications. Officials are urged to make a free use of this Bureau. Kindly send a self-addressed stamped envelope in all cases.

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OFFICIAL ORGAN OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES

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The Telephone Case

The telephone companies in California are subsidiary companies of the American Telephone & Telegraph Company, an eastern company. This eastern company exacts 4½ per cent commission on the gross business done by the companies in California. All applications by the local companies for increased rates must first be submitted to the eastern company, which, if approved, furnishes the funds to properly present the application of the local companies before the Railroad Commission.

The Southern California Company is owned entirely by the eastern company. It recently filed with the railroad commission an application for increased rates asking permission to install an optional metered or flat rate in the City of Los Angeles. The application was opposed by the Municipal League of that city and a committee known as the Mayor's Telephone Committee, but in spite of the best showing they could make the Railroad Commission ordered the installation of the metered rate in Los Angeles, thereby granting even more than the company hoped to obtain, so it is claimed.

It is now proposed by the Los Angeles people to attack the American Telephone and Telegraph Company through the Interstate Commerce Commission and the Federal Trade Commission as well

as through the state commission. The citizens of Los Angeles propose to raise a fund of \$75,000 to defray the expenses, and it is their desire that the League of California Municipalities join them in the fight and try and arouse public opinion to realize the importance of the controversy. One suggestion made is that every city of the state file proceedings before the railroad commission and intervene with the eastern cities in fighting the case before the Interstate Commerce Commission and perhaps the Federal courts and even Congress.

A meeting was held in Los Angeles on Tuesday, January 26th, and another in San Francisco on Thursday, January 28th, at which time full details of the controversy were explained. It is believed that if the Los Angeles rate is upheld the same rate of increase will be asked for by all the telephone companies of the state which are affiliated with the American Telephone and Telegraph Company. In San Diego and Los Angeles the telephone tolls have been increased more than 100 per cent since 1923, and this additional burden is unjustified and should not be tolerated. A further statement of the action taken at the meetings in Los Angeles and San Francisco will be sent out later by special letter or published in the next issue of "Pacific Municipalities."

TRAFFIC—WHAT OF IT?

An Address before the Convention at Long Beach, California

By DR. MILLER McCLINTOCK

DR. MCCLINTOCK: Ladies and gentlemen of the League of California Municipalities: The subject upon which I volunteered to speak was "Traffic." I find on the program that Mr. Whitnall has added a comment. I do not know exactly what he means by this comment. Perhaps he means to imply that, after all, traffic is not worth talking about any way—what of it?—or perhaps he means, is there anything that can be said, of a constructive character, for the solution of this problem, which, I believe, is as widespread among all of the cities of California as any other municipal problem. There is, I think, probably no delegate here from any city of any size, however small, who does not bring to this convention with him some very vital problem regarding the regulation and control of street traffic in his community. One of the chief difficulties with the traffic problem is the speed with which it came upon American cities. Most of us were not conscious of traffic difficulties ten years ago. I remember the time, in my own home town here of Long Beach, in 1915, when traffic was not a problem at all. There was plenty of room for all of the people to move over the streets. There was plenty of room for all the people to stop at the curbs wherever they desired.

There has probably been no change in the habits of individuals, in all of the history of civilization, that has been so phenomenal as the introduction of the internal combustion motor as applied to automotive vehicles. In 1895 there were 300 automobiles in operation. This year, in the United States, there will be eighteen

million automobiles in operation. The growth of the automobile industry has undoubtedly benefited in every branch of life those people who come in contact with it. Those people who are public administrators know something of the benefit that automobile transportation has brought to the city activities of the city administration. Just as one example, compare the old horse drawn fire apparatus with the splendid apparatus which you see standing in front of the hotel, and that could be duplicated in every branch of city administration.

The automobile has had a very significant effect upon the social structure of the community, making it possible for us in our larger cities to have individual homes instead of living in congested apartments and tenements near the place where we must carry on our work.

But, notwithstanding the benefits which the automobile has brought to the American city of today, it has also brought with it very harassing and vexing problems. I am going to mention two of the chief aspects of the automobile problem of today, and then attempt to tell you something of what is being done, in a scientific way, to remedy those conditions. In the first place, the increase in the number of automobiles has brought about a demand for street space, which is far in excess of anything which the original city planners could possibly have imagined. The main streets in the city of Los Angeles today were laid out, in the first city plan, or one of the first city plans, about the middle of the last century. The streets are just as wide

(Continued on page 502)

Thursday Morning, October 1, 1925
Department of Engineers, Councilmen and
State Superintendent

The Gasoline Tax and Motor Vehicle Funds,
How Should they be Divided?
Symposium

THE CHAIRMAN: We will go on to the subject of the symposium on the gasoline tax and motor vehicle fund. I think that we ought to have a very good and full discussion on this subject this morning. This is the last session that we are going to have and I believe that we are all interested in what share of the gasoline tax the city should get. The subject is open for discussion.

VICE-PRESIDENT WHEELER: I was not prepared with anything in particular, but, in order to start the discussion I will say that we had this matter up at the legislature, that is the committee did, but I have forgotten what became of it. In the county of Los Angeles we are not particularly troubled with that problem, for the reason that the Board of Supervisors allowed to the cities a portion of the tax, I could not say just offhand, and I do not know as it is any fixed percentage, but it is based upon the necessities of certain communities to receive that amount of money. And I will say that we have had many arguments with the Supervisors before they took that course, and the result of it was that the city of Los Angeles itself is getting a very fair proportion of the tax money. In talking this subject over this morning with the delegate from Delano, I noticed that his argument is the same argument of practically every city: that the cities should receive back a portion of these funds, as it is the cities where a large portion of this tax originates, naturally there being more automobiles in the city than there are in the country, and that the

city should receive back an equal portion. We did not look at it that way. We pay probably two-thirds of the whole gasoline tax of the state of California and yet, after paying two-thirds of that tax, we do not believe that that tax should, in its entirety, go back to the municipalities in which it is collected. Why? Down town, in a residence street where property is worth \$10,000 a front foot, paving costs no more there, or practically no more than it would out in the country along side of a piece of land held by some farmer who is simply existing, a farmer say who owns three or four acres along the highway, and the same amount of tax there would absolutely confiscate that man's land. He could not raise another onion or another potato if the street were paved with gold brick. We did say this: in the first place that, if it were not for the outside community, that is the rural community, the producing community, if that were taken away, in thirty days time all of us fellows would be down here along the beach digging clams with a stick in order to make a living. And that is absolutely true because we are not the producers of those things that human beings must have in order to live. They come from the rural districts. There life has been made more tolerable by the advent of the telephone and the auto, and now the radio and many of those things, the parcel post and the rural delivery. But I will tell you that no community can stand or become great or rich or powerful, and remain so, unless they have a back

country around about them that, first, is productive, and then properly taken care of, and unless those primary producers of those things which we must have today receive a fair share of the public attention. Now, we say this, and this is the plan of the Supervisors in our county: in the first place, we go to them and we say approximately how much they have turned in to them, so many hundred thousand dollars this year for instance from the tax. We know about what that is. It was formerly my business, as Chairman of the public works committee of the Council, having in charge all the public works, the streets and all those things, to find out what this amount was. And then we laid out a plan of action, and, mind you, friends, this was done also with the aid and assistance of the regional planning commission and also the city planning commission. First, we picked out certain highways, certain streets leading to the outside that were highways, or continuation of certain highways or roads that led into the city from the outside communities. For instance the Cahuenga going from Hollywood right over the hill into the Fernando Valley. The land itself is absolutely and utterly useless. You could not raise a goat on it, ordinarily. The only good it ever was used for was when the Mexican army surrendered to General Fremont there. That is the only time it was worth anything. But it is a strategic point, all the travel from Santa Barbara and Ventura and all up the Coast, and probably 90 per cent of the travel to Bakersfield and Fresno and San Francisco and the northern part of the state goes over the Cahuenga. Those of you who have been over that pass lately know that the steam shovels are working there now and that it is in a bad condition. But, in order to widen the road and make the necessary improvements we could not

tax those people abutting on that frontage there for the improvement of that highway. That road is used by many trucks daily, loaded with cement and gravel and rock. And when that road is finally paved it must be of extraordinary thickness and durability in order to stand up under the heavy travel. And it must be very wide because all the travel of the state, practically, is concentrated right in that narrow part of the funnel and then branching out a mile or so beyond on both sides. And that is only an instance. We have a number of other cases, not quite as bad as that, but important. So we said to our Supervisors: "We are going to open this street, we will put in so much. We believe that so much from the general fund is at your disposal and that part is needed for the pavement of the Cahuenga Pass road, or the road to Whittier or to Pasadena or one of the beach roads. We are building two or three additional roads to the beach and they are nearly completed." And the Board of Supervisors took it under consideration. They say that they will not allow us money which will go into the improvement of a purely private residential street. And I believe they are absolutely right in that respect. They have no right to take money from the gasoline tax or the distillate tax and use it to help to pay for the pavement on Spring Street and Broadway, say, where the value of that property is from five to ten thousand dollars a front foot. If those property owners are not able to pay for the paving in front of their property which, as the last speaker said, has been increased in value by the unearned increment there, in fact society has created those values, it is too bad. We believe that they at least should pay for the paving in front of their own building. But we say in the case like the Cahuenga Pass highway, where there is no taxable property abutting on the road, and which

property is not increased in value practically a dollar by the fact that the road is there, and in many cases, people actually move away, they will not stay on a road of that kind, where it is a continual procession of heavily laden trucks going one way and empty trucks coming back, and the empty ones making more noise than the loaded ones do. And so they look it over and they say, "Yes, that is a good improvement." And that is the policy that we pursue. Take the most important arteries, we plan to do them first, in other words to do the greatest possible good with the least expenditure of this public fund. So we are using it, and we are cooperating with the Board of Supervisors in our county. Now, as a member of this organization, frequently the proposition comes up from delegates of some of the smaller towns, in counties where the Supervisors say, "Here, we have got a pot of money from the state and we are going to put it out in our particular district," eliminating the municipalities, wherein a large part of that tax originates, from any possible returns from that fund. Now that is wrong. Take for instance the town of Delano where the state highway goes right through for a couple of miles. They say that that highway has been paid for by the state and the people of Delano never paid a dollar except their share of the general taxation. But, on the other hand, just using Delano as an example, there are certain roads coming in there, like the east and west roads across the valley, some of those roads might go through swampy land or hilly land or hog wallow land that is practically worthless. Then it becomes the duty of the Board of Supervisors of that county that they shall pay their share to the municipality or the corporation of Delano, or any other town. They should pay a reasonable share for the improvement of that street that is coming into

this municipality, and which is, sometimes, a continuation of the state highway. Now, the practical part of this is that the Supervisors are just as human as anybody else, and a great deal more so at times. They frequently want the expenditure of this entire sum of money and the incorporated cities can go to. Well, we believe that is wrong. I worked very hard in this matter. I took it up with the legislative committee under legislature. We want the state to dictate or require or compel, if necessary, that the Supervisors having in charge the expenditure of this fund, coming as it does direct from Sacramento, for distribution in the different counties of the state, to in other words make it mandatory upon those Supervisors, not that they "may," because if they "may" they "may not," you understand, but to make it absolutely mandatory upon them. Now, what I am going to say next I won't state in figures because that is a matter of fact, that is a matter of good judgment, that is a matter of good citizenship, to be decided under local conditions, and I do not believe that any one really could cover it all. But that the Supervisors shall return to the municipalities within that county, where a large part of the tax originates, or expend for those municipalities money for the improvement of the main roads going to or from those municipalities, and that it shall be cooperative effort with the city engineer or the city council or the town trustees or whatever is the governing body of the municipality. And the whole thing simply resolves itself into this fact that the Supervisors did not want to loosen up. Why, the people of the state did not pay that tax for the benefit of the Supervisors, that they might build some good political fences and get a lot more votes off in their neck of the woods. And yet that is a considerable part of what they are doing.

Now, I am not saying this in all cases, but practically all over the state they tell me that the same thing is true. Why, we believe that the people in the cities are pretty near as good as those that live in the country, as long as they behave themselves. And the only thing that those fellows will respect is power and authority, and we have simply got to tell them where they must get off at.

This leads me just to one other point: They will never give up, they will never disgorge until they are required to. And so it rests with this organization, primarily, as an organization representing practically almost every incorporated community in the state. And what is everybody's business is nobody's business and therefore there has been no concerted action outside of what we ourselves have done in this organization. Mr. Locke, Mr. Mason, myself, and the president and our legislative committee have been up there and we have talked until we were black in the face. But those Supervisors have a good organization, they have a high class organization and they seem to have more power and influence in Sacramento than all the incorporated municipalities in the state put together. My point is this: that we are representing these communities, and if this organization properly functions, when you delegates receive word from this organization, furnishing you with certain facts and figures and data and you could simply go to your local members of the legislature, to your senators and to your assemblymen and say that we, as taxpayers in our communities, do not object to pay a fair and a reasonable and a just tax on gasoline, or whatever it may be, but we do consider that we are entitled to some returns, and we want to get behind this bill that is in the legislature, presented by the League of California Municipalities—we do not care who presents it as far as that is concerned—and

we want you, as our representative, to do something for us once in a while, and we do not know any way that you can start in any better than doing it for us on this tax. (Applause.)

THE CHAIRMAN: Is there anyone else?

MR. CLARK: I come from Delano, the little town referred to by the gentleman who has just spoken. I am very glad to hear the name of our little town spoken of so many times here. We are going to be the center of the raisin industry before many years, and we are rapidly becoming the center of the cotton industry. But I would like to reply to a few remarks made by Mr. Wheeler. I endorse a good many of his remarks. I think it can be said, though, that Los Angeles is peculiarly fortunate in having been able to get their Supervisors to spend some of this tax money on the city streets. But the fact that they have been so fortunate does not give them reason to lose sight of the fact that there are many other cities in the state that have not been so fortunate, and, therefore, are receiving none of the tax money from the Supervisors. As to the question of how this tax should be divided, there is no doubt but that that is a difficult problem. But the very fact that Los Angeles has gone to their Board of Supervisors and has been able to get a portion of that tax, proves, beyond any question of doubt, that it is a matter that every city is interested in, and it is of enough importance to the state to require the Supervisors to grant the city some of its money, which proves the point that it is only just that the city should have a portion of that tax money, it seems to me, and that Los Angeles realizes that fact that the city should have a portion of that money. Now just what portion is a question, and while I believe that last bill that was before the legislature provided that this tax money should be apportioned to the cities, in proportion to

the number of automobiles in that city, the same as is done with the counties at the present time, that system may be wrong. It may be proper that the Supervisors should only allow a certain percentage of this money to go to the cities, and that that money must be expended upon the main arteries. That may be true, and if all Boards of Supervisors were alike you could depend upon them to grant the cities a portion of that money. It would be perfectly right and proper to leave the law the way it is. But inasmuch as we cannot depend upon them always to do that—and now I am not criticizing our Board of Supervisors because we have a very fine set of men and possibly they will grant us something—but I am taking every city of the state into consideration, and I believe that it will require legislation to make it mandatory upon the Board of Supervisors to grant the cities a portion of that money, and if it can be done by requiring them to spend that money upon the main arteries of the city, that is all well and good. The cities of course, are absolutely dependent upon the surrounding country, but, upon the other hand, we must look at the city's side of it. The rural communities are, more or less, dependent upon the towns and every time the farmers come into town they pass over the main boulevards and thoroughfares leading into town, and it is only right and proper that the people in the cities, who pay a portion of this gasoline tax, should receive a little of it back for the care, maintenance and improvement of those streets over which the country people are traveling into town every day of their lives. It seems to me, it is only just and proper that the cities should receive some of this money back, and the only way that we can depend upon getting it, to a certainty, is to have legislation passed which will require the Boards of Supervisors to give us a little of that money. (Applause.)

MR. KIERNAN: I happen to work practically next door to the Highway Commission of the State of California, and from sitting in at meetings of various public and semi-public bodies in the interests of roads, and hearing the discussions from time to time, there occurs to me this thought: and this is merely a little information that I want to leave with the gathering, and that is this: that the first duty of the Highway Commission of the State of California is to provide this state with a system of trunk lines which will permit travel to and from the various points of importance or interest. Now, it seems to me that there enters into this question of the application of the gas tax fund a factor that we find in city streets once in a while. In fact, we have one instance of that before us right now in Sacramento. The minute you can differentiate between an improvement of local benefit and an improvement of special benefit or an improvement of general benefit, it seems to me that it ought to be an easy proposition to fix the tax or the cost of the assessment, whatever it may be, whether it is assessed against the individual or the corporation or the general fund, that you ought to be able to fix the cost, the equitable cost, of that particular improvement as divided between special or local and general benefit. Now, we have a situation, to demonstrate my point, in Sacramento. Through condemnation proceedings we have given the Southern Pacific Company the right to use a certain street for their tracks, and in order to provide against wear and damage we must put in a much heavier pavement than the average one. The matter was started under the system of assessing the abutting property. Well, after it had gone through, the citizens owning property abutting that street are petitioning for the city to pay a portion of that expense out of the general tax fund, and, in my judgment, the application and petition

of those property owners is absolutely fair because the minute the element of general benefit to a community enters into a project of this kind, there is a binding duty on that community at large, and as a whole, to shoulder a portion of that expense. (Applause.)

MR. BECK: I will say that we do that here in Long Beach on some of our streets. Certain pavements on certain streets will be for local use only, but where a heavier pavement is necessitated in excess of that used on local streets, you take a ten inch pavement by way of illustration, it seems reasonable and fair, where that pavement is used for general purposes, that the abutting property owners should not bear all of the expense, and that the city, in general, should pay a part of that expense, out of the city's funds. And where an ordinary street, for any reason whatever, will serve local purposes all right, but where necessity demands that the pavement be wider than usual, for general purposes, the same obligation should apply there. And we have instances where a pavement of 36 feet would be sufficient for the local use of a particular street, but the pavement was increased to 60 or 70 feet in width for general purposes, and a heavier pavement installed, and it is my belief that the city in general should pay, from the general fund, a part of that expense. That is somewhat our position here. We are gradually coming to it. I think Los Angeles, in the widening of Tenth Street, if I recollect rightly, spent six million dollars. The city in general, the city council at that time made provision for about \$1,500,000 of that \$6,000,000 that they were to pay for the widening and paving of Tenth Street. They were to pay that out of the general fund, realizing that it was of general benefit to the entire city and that the abutting property owner should not pay all that cost.

I would like to say, not of course in

connection with this topic, that we have a community hospital here in Long Beach that some of you delegates might be interested in. If you are, we will be glad to have you visit it.

THE CHAIRMAN: Any further discussion on the gas tax? The main arteries of both state and county that go through cities should be maintained, partly by funds other than those from the abutting property owners.

MR. BARZELLOTTI: I do not know whether that would come within the scope of the gasoline tax, it might, but at any rate it is a big problem of our street improvement. I will make a kind of a supposition: take a city like Santa Rosa and suppose that the state highway runs just along the city limits. Suppose the road runs north and south and that the city limits are just along the west line of that highway. The highway is to be improved. The state will improve a strip of the road 20 feet wide, but it would be desirable to pave the road to its full width, say to 50 or 60 feet, whatever it is. Now the question is, would it be possible to use the 1911 Act and the Bond Act of 1915, to assess the property of the citizens along that side of the road which is within the incorporated limits of the city, say on that west border of that side of the road, for the improvement which will be made immediately outside of the city limits? The state highway is 20 feet wide, and in the case I have supposed it would be desirable to make this road 50 feet for the use of the city. Now, the question is, how can that improvement be financed? The state highway commission will not pay more than the 20 feet. Then it would be up to the citizens to pay the balance. Now, how could the rest of that road be financed? Is it possible to assess the property, fronting on that highway, but which is within the city limits, for an improvement to be made outside of the city limits?

MR. KIERNAN: I can tell you about an actual case in Sacramento. One of our roads runs by a park which is owned by the city. Some day it will be one of the main arteries of Sacramento, and the north line of that road is the city limit on the south side of the city of Sacramento. I proceeded to try to get that road improved, and I found that the policy in vogue was that the Supervisors of Sacramento were ready to go ahead and would improve their half of the road and pay for it, but there must be a mutual agreement between the city and the county authorities as to what type road and what width road should be put down. Well, at that time, it was a transitory stage in Sacramento, that is, we were changing from the commission to the managerial form of government, and we were putting on a very extensive bond program and the city did not feel that they could dig up the money for this improvement, because, as the owner of the park, it was up to the city to pay for the north half of the highway. That is not a state highway but it is a paved road and an analogous situation. But I think that is what you will find in a matter of this kind. The general policy is to spread the expense, half between the city and half between the county.

MR. CLARK: Right along that line, I think there is absolutely no question but what it depends absolutely upon your Boards of Supervisors. So far as the city levying any assessment upon property outside of the city limits is concerned, I think that would be an impossibility. The city has no jurisdiction on property outside the city limits. All that I could see that could be done in such a case as the gentleman from Lodi speaks of is that if the city wanted to pave such a street, and the Supervisors were not disposed to use a portion of the county funds to make that improvement, the city would simply have

to dig down into its general fund and pay for the pavement of that other half of the street.

MR. BARZELLOTTI: The highway is all outside of the city limits.

MR. CLARK: Then the city has absolutely no jurisdiction over it.

THE CHAIRMAN: I believe, where a road is a boundary road, partly city and partly county, the city can pave it.

MR. BARZELLOTTI: I have been informed that the Act of 1907 could be applied to that very thing. That Act provided for the formation of a district. For instance, we have a street called Cherokee Lane which is on the east limits of the city of Lodi. It is 80 feet wide. I have paved part of it. The state highway commission will pave 20 feet of that next year, but that would leave 20 feet between the state highway pavement and our pavement. The state highway commission is willing to do some of it if we can pay at least part of the extra improvement. Now the question is how to finance the matter? Has the city the right to pay, out of the general funds, for any improvement that is outside of the city limits? I do not think it can be done. Has the city the right to assess the property which is within the city limits for improvements that are outside of the city limits?

A DELEGATE: I think that is a question for the city attorneys to decide.

MR. RICHMOND (Seal Beach): I am interested in 30 acres of property just west of Whittier on the state highway. They are putting in some highway pavement there that is very expensive pavement. The state is paying one-half of the cost of this pavement. Part of this highway is inside the city of Whittier and part is outside, just west of Whittier. And as I say, the state is paying one-half and the county is paying one-half of the remainder, or one quarter, out of its gasoline tax. And an assessment dis-

PACIFIC MUNICIPALITIES

trict was formed of the property owners, for some little distance on both sides of the boulevard, which district pays the remaining quarter. This quarter is paid by the forming of an assessment district.

MR. C. H. TRABER: I think there are several features of this subject that have not been touched upon at all. The rule that is applied where the city and county are practically one, such as is the case in San Francisco, would be absolutely inapplicable in a town like Delano. In our town, the Board of Trustees have taken this matter up many times and argued it over, and finally we have come to the conclusion that the best thing we can do is to let it alone, that, if this money is spent in maintaining rural roads surrounding our community, our city is benefited far more than if we got a small portion and paved a few of our city streets. Our main arteries are paved. In our locality we cannot complain at all of the treatment received from our Board of Supervisors, and I think that any county Board of Supervisors, if the particular municipality will approach them in the right way, that that municipality will get their just dues. Now, for instance, take our little town of 3,500 inhabitants. If we were allotted the entire county share of the gasoline tax on the machines belonging to our citizens, it would be unjust to the country around us. I think we should get legislation that is just to the counties and to the municipalities as well. And if the county Board of Supervisors will take that money and apportion it justly throughout the county, and build our laterals and highways and keep them in good shape, our city of Reedley will benefit far more than if we would take all that money and put it into our city streets. The automobile registration in a little municipality, I do not believe, is any indication of the pro rata share that it should receive of the tax, for the simple

reason that the majority of the machines that are registered in a town are worn out on the surrounding country roads. I have thought that we were getting a just deal. And I think it would be wiser if the small municipalities would forget the little amount that they would receive from this fund and consider the amount of good it is going to do when this money is expended on the surrounding county roads. I personally do not care how many men come in from the country and use our highways and tear them up a little. Every man that comes in is going to leave a dollar or two or three dollars in that town. That is what we are there for. The man who said that if you took the rural country away from the city of Los Angeles, it would begin to decline at once spoke the truth. The man in a municipality does not produce a single thing, and without the surrounding country he would be lost. And we have got to consider the outsiders in the conduct of our city. Of course we want the money, we need the money, and we have got to have it. We are living in the city because we choose to live there. But if we want our streets paved, let us pave them. I think the legislative committee should take this into consideration when it goes before the Assembly and the Senate. (Applause).

MR. SINSHEIMER (San Luis Obispo): The trustees in San Luis Obispo have discussed this question along the same lines as the gentleman who just spoke. We feel that the entire gasoline tax should be spent on the county road. We feel able to take care of our city street paving necessities as the necessities arise. We look at it in this manner: that that which builds up our communities are the producers in contradistinction to the predatory element. The city contains the predatory element. Now, I do not mean to say that the residents of the city

(Continued on page 511)

Harbor Improvements at Long Beach

By COLONEL JOHNSON

THURSDAY, OCTOBER 1, 1925

2 P. M.

Entire Body.

Vice-President Wheeler presiding.

COLONEL JOHNSON: Mr. President and members of the Convention: Our City Manager, Mr. Windham, who was to have addressed you this afternoon, is sick in bed and asked me, late this morning, to take his place and express to you his regret that he could not be here in person. Mr. Windham was to speak to you, among other things, of the work of harbor improvements which the city of Long Beach is doing. I have been, in a consultive capacity, assisting Mr. Windham in the supervision of that work. I hope you will bear the fact in mind that I have not prepared any real address, in considering what I have to say to you today.

The city of Long Beach has undertaken, with its own money, what is the most remarkable piece of harbor improvement work which has been within the history of the United States. The city has spent, before undertaking its present work, something like \$1,300,000 in improving its inner harbor, which was originally tide flats and marsh, unconnected with the ocean. Channels were dredged some twenty years ago and an outlet to the city provided. Subsequently, about 1914 and 1915, due to floods in the Los Angeles and San Gabriel rivers, the harbor was, to a considerable extent, filled with silt. Last year the people of Long Beach voted their approval of a bond issue of \$5,000,000, somewhat less than \$1,000,000 of which was to be used for redredging and further improvement of the inner harbor, the balance of

somewhat more than \$4,000,000 to be used in the construction of an outer harbor. The total amount which was previously spent, together with the total of the present bond issue, is about \$6,-300,000.

Now you all know, probably, that throughout the United States, as a rule, works of this kind are provided and paid for by the Federal Government. In the case of the city of Long Beach, up to date not one cent of Federal funds has been expended in the improvement of this harbor. All that has been done has been paid for by the city of Long Beach. Now, what does that mean? It means this: That, although the Federal Government is now working upon the improvement of 200 harbors, located in all the states of the United States, and has spent a total of \$1,250,000,000 for river and harbor improvements, there are only seven localities in the United States, including Boston, New York, Philadelphia, Norfolk, the mouth of the Mississippi River, Los Angeles and the mouth of the Columbia River where the total Federal expenditures for original work, from the beginning of the history of the United States, exceed the expenditures which Long Beach is itself making for its own harbor.

Now, in many places throughout the United States, the local communities cooperate with the Federal Government in payment for portions of the work of harbor improvement. I made, the other day, for a Congressional committee which visited this harbor, a hurriedly prepared schedule, showing the maximum contributions, for this class of work, by other localities in the United States. For example, at Boston \$11,700,000 has

been spent on channel work and similar works of improvement, that is, exclusive of docks and terminals. But the expenditure at Boston was made by the state of Massachusetts. At Philadelphia the government is providing a channel up the Delaware River, some 70 miles long, from the ocean to Philadelphia. In cooperation with the government at Philadelphia, there has been expended one and a half millions, but that was not by the city of Philadelphia, it was by the state of Pennsylvania. At Baltimore three and a half million dollars have been expended, not by the city alone but by the city in cooperation with the state. And so we might go down the list. Seattle, in co-operation with some waterway associations in the state of Washington has spent about \$6,300,000, which is practically the same as Long Beach has spent and is spending. It might be summarized by the statement that, except for the city of Seattle, the city of Long Beach has spent and is spending for this class of works, twice as much, or more than twice as much, as has been spent, of their own money, by any other community in the United States.

A brief review of the physical situation might, perhaps, be interesting. This map, I regret to say, is not on a scale which will enable you to see it as well as might have been wished, but it was the largest I had available this morning, and I have to use it. Originally, this area in here was composed of marsh and tide flats, there being no navigable channels whatsoever. There was an outlet to the sea. This is the Los Angeles side of the combined harbor. There was an outlet to the sea about here. (Indicating on map.) There were some channels this way and out here. Commencing about 1875, the government undertook the improvement of this harbor, by building a dike down here to this location, and another one on the other side,

to confine the waters. At that time there was a depth available here of 2 feet. Subsequently, the natural scouring, assisted by a certain amount of dredging, deepened this to about 14 feet. Commencing about 1890, after obtaining Congressional action, which was finally obtained about 1897, the Government constructed a breakwater from here to here (indicating on map), subsequently connecting it to the shore. This breakwater is about two miles in length. It was built between the years 1900 and 1910 to 1912, being finished in 1912. It afforded protection for this entrance. At the same time, the entrance channel here was deepened until there is now a depth of 30 feet all the way up to here. (Indicating on map.) The Long Beach harbor is at this end of the picture. The city limits of Long Beach, I will trace with the ruler thus. There was, originally, no opening, and certainly no navigable opening to the sea, from Long Beach harbor, all of this area in here being marsh or upland. In 1906, the two stone jetties shown here were constructed by local interests, and the inner harbor was dredged to a certain extent, an opening being provided through the railway by the construction of a drawbridge with a wide span. This is the area which was subsequently filled. Then, to prevent the filling of the harbor in future the Government provided for a project which diverted the flood waters above, and let them into the sea through this channel, called "The silt diverted channel." That was built by the Government, but there was a very large measure of local co-operation, the local communities providing common bridges across the channel and rights of way for the channel and so forth. A year or two ago, Congress ordered an examination and survey, with the view to an enlargement of the Federal project for the harbor. And, after an investigation by the engineering

department of the War Department, and a recommendation to Congress, Congress adopted a project for a detached breakwater to run from here to here, (indicating on map) and one to run from here to here into the shore, a total distance of about four and a half miles. This breakwater, as is indicated, is not built as yet, will be in water from 42 to 45 feet in depth. The total cost of these works has been estimated to be about \$14,000,000. Congress adopted that project, subject to certain conditions of local cooperation, including payment, by the interested local communities, of one-half of the cost of the breakwater, \$7,000,000, and the organization of a port district in some other auxiliary conditions. Now, it will take a great many years to build that breakwater. The breakwater, out in more than 40 feet of water, will be perhaps 60 feet high from the bottom, 175 feet on the base, and it can be easily seen that it will be a great many years before it can be completed. The city of Long Beach, during the pendency of a larger project, has undertaken, with its own money, a more modest project of improvement which, however, will fit in with the large project when that comes along. The work which the city is at present doing involves the dredging of the inner harbor, part of which is re-dredging to depths of 32 feet in this channel, 35 in this channel and to a depth of 40 feet in this turning basin. (Indicating on map.) That work is practically completed. The next thing that remained to be done was to obtain an outlet for the harbor. We have now a harbor with depths of at least 35 feet, but there is no way for a vessel that might be in that harbor, which drew that depth of water, to get out. So recently the city took advantage of a provision in the last Act of Congress which allows local communities to contribute funds for expenditure by the Government, when

the Government appropriation is not yet available, such funds to be later returned to the communities by the Government. The portion of the channel from about here to here is only 20 feet in depth. We have dredged this to 32 feet, and there is 30 feet available up here, so the city of Long Beach transferred to the Government \$250,000 which is now being spent by the Government in dredging this portion to a depth of 32 feet, and we expect that will be completed in January, and there will then be an outlet to the sea for the commerce of Long Beach by this circuitous route, going through the harbor of Los Angeles.

It next remains for the city to obtain its own outlet to the sea, and in order that such an outlet may be self-regulating, and that the wave action will not interfere with the passage of vessels, they have undertaken also the construction of auxiliary breakwaters and moles to fulfill that purpose. Early in July a contract was let by the city for that work. The breakwater is to be built of what is called a rubber lined pipe. This breakwater, the distance from here to here, being about a mile and a half. One mole is to come out here, another one out here, and there will then be a bulkhead part of it, which will be done under this contract extending this way. (Indicating.) The object of this bulkhead is to retain the dredged material from the inner harbor and elsewhere and serves the purpose of reclamation. These structures here will enable a mole to be built on this breakwater, and one here, and possibly some others, and eventually these piers may be built extending south from this filled land into the water, protected by the larger breakwaters.

You will notice the short distance from this turning basin which has been dredged to a 30 foot depth, out to a similar depth in the ocean, which is about here. Now, this is about a 35 foot depth there. Over

here there is never available more than 30 feet at present, and to get a depth of 30 feet throughout the length of the harbor would require a considerable amount of dredging, and it is harder dredging than we have at our end of the harbor. So we anticipate that, very shortly, we can obtain a depth of at least 35 feet to the sea by a comparatively limited amount of dredging. And that depth may possibly be made greater than 35 feet and possibly as great as 40 feet.

Now, there are only two harbors in the United States that have a depth of 40 feet of an entrance channel, and those are New York and Norfolk. There are very few that have as much as 35 feet. There is a 35 foot channel in Baltimore, the channel to Philadelphia is 33, New Orleans 33, San Francisco 37. So, with comparatively little bit of additional work, the city of Long Beach will have an entrance channel which is as deep as the entrance channel to any port in the United States.

Now, a few words about the cargo capacity and the accommodations which might be provided for ships at Long Beach might be interesting to you. By the construction of slips in the inner harbor, not as yet dredged, and the construction of works in this basin, and over in this basin alone, there can be provided, for Long Beach, a berthage length of somewhat more than 60,000 feet, which would accommodate something like 120 vessels of 500 feet in length. Now, that is irrespective of these piers, and irrespective of the shelter of the large projected Government breakwater. That berthage length is somewhat in excess of the present berthage length of Seattle and New Orleans, and is about three-quarters of the present berthage length of San Francisco. It exceeds the present berthage length of Los Angeles harbor.

I think that outline probably will suffice. I will now show you these pic-

tures that have been kindly provided, pictures principally of the inner harbor but showing some of the commencement of the work on the outer harbor.

(At this point slides are exhibited.)

MR. JOHNSON: I have just been informed that, notwithstanding his sickness, the indefatigable Manager of Long Beach has just gotten out of a sick bed to say "how-do-you-do" to you. (Applause.)

MR. WINDHAM: Ladies and gentlemen and fellow citizens and representatives of all the different cities: It has been with great regret that I have been unable to attend these meetings. I have looked forward, with a great deal of pleasure, to being able to be with you but, unfortunately, I have been confined to my bed. But I could not resist the temptation of getting up long enough and of getting out and saying hello, and to say that we want to show you every possible courtesy and to see that Long Beach does everything possible for you. As regards our harbor, it would have been a subterfuge had I spoken on it any way because the real brains that developed the harbor is Colonel Johnson. We people, you know, are only executors and follow out the plans that the real brains make for us. So I am very glad indeed that the Colonel could be here and explain our harbor situation to you. And I hope you will excuse me for not having been with you. Thank you. (Applause.)

COLONEL JOHNSON: Those of you who are from Long Beach know that the harbor has been the dream of Mr. Windham's life for twenty years, and, as my connection with it has been one of months, while his has been one of twenty years I think I may disclaim the credit which he tried to give to me. Some years ago General Chipman, a very careful engineering officer of the Army, in a professional discussion with respect to the

PACIFIC MUNICIPALITIES

493

ports of the Pacific Ocean, made a statement, which I think is so applicable to the harbor of Long Beach, that you will excuse me for reading it. "It will become a great port, not because nature made it so, but because her own people have said so. Its future harbor will be almost wholly artificial but it will be a great harbor nevertheless, and will stand all the more to the credit of its people because of the sacrifices which they have made to obtain it." I thank you. (Applause.)

THE VICE-PRESIDENT: I will ask if there are any questions of Colonel Johnson?

MR. KIERNAN: I would like to ask Colonel Johnson how most of his dredging is being done, by the shovel dredger or the suction dredger?

COLONEL JOHNSON: Practically all of it is being done with suction dredges.

THE VICE-PRESIDENT: Any other questions? If not, we certainly appreciate the courtesy shown by the city of Long Beach. These topics are not only interesting and entertaining, but they are exceedingly instructive as well. There are several California cities to the north that are now engaged in similar work.

I believe the next thing in our order of business is the report of the Auditing Committee. If they are not ready we will have the report of the Committee on Resolutions. (The report of the Committee on Resolutions has already been published.)

THE VICE-PRESIDENT: I will again ask if the Auditing Committee is ready to report?

MR. MASON: The only report given by the Chairman of the Auditing Committee was an endorsement on the face of my ledger that the Treasurer's report

was correct. If that was intended as a report of the Committee, it is in my possession. The Committee audited the books and found them correct, and found that the cash on hand agreed with the money in the bank.

MR. KIERNAN: I move that the report of the Auditing Committee be adopted.

(The motion was seconded and carried.)

THE VICE-PRESIDENT: I think that it would be in order that the subject matter of these two communications referred to by Mr. Bacon, that even the committee have not had time to consider, be referred to the Legislative Committee. So ordered.

MR. BECK: It seems to me that our By-laws ought to be amended so that, when a delegate comes to the Convention, his credentials are put into the Credentials Committee, he registers, and the roll is called and he answers "here." And, if necessary, the Clerk of the Convention can send back to that city that his representative attended so many meetings. I think that is a pretty good thing for us to do. It does not seem right to have delegates sent here, at considerable cost to their city, and then have them registering in a neighboring city and only come down here just once. I do not think that is right at all.

MR. KIERNAN: I was at a Convention where we had a real sergeant-at-arms. He was a fine fellow, and good natured until you crossed him, and then he was big and he was not so good natured. The system they used at that convention was that every morning each one of us had to drop a card with our name on it in our own handwriting in a box. They had just one entrance to the convention hall, and you entered there and the card went into the box, and they had a ticket taker look at those cards and the date.

Discussion on the Subject of Recall Petitions

MAYOR EDWARDS (Watts): Ladies and gentlemen: I am certainly glad of this opportunity to meet with so many representative people who represent such important functions in the state of California. I come from a very small, inconsequential sixth class city, but I have something on my mind that I would like to leave with you. We have, on our statute books, some very bad laws, and we have one in particular that affects the small weaker cities to a considerable extent, but you representatives who are here from the larger cities are interested to the extent that you are interested in co-operating with the people of the smaller communities. There are many fifth and sixth class cities in the state of California, and they are represented by a handful of men, but the total population represented in those cities is something enormous, and they are worth some considerable consideration. We hope to be able to join hands with you people in any laudable undertaking. I refer, more particularly now, to the recall election laws that we have on our statute books, which need some amending, and need it awful bad. I come from a city where they are contemplating changing the name of the town to "Recall City." We have in this room at present an old Civil War veteran who sat on the Board of that city for six different years and during that time he sat with eighteen different Boards and 36 different men. The law I refer to, in its inception, was not made for the purpose of crippling or embarrassing these small communities. It was made for the purpose of removing from office men who were corrupt. Now, that law needs amending to this extent. That it should be necessary for you to go into a court

of competent jurisdiction and prove that a man is corrupt before you go to recalling him. (Applause.)

Now, the damage is not alone of a monetary nature. During this period that I spoke of, when this man served so ably, it probably was because of the fact that he was a Civil War veteran that he was not removed during that time. The damage that was done, during that time, was the loss of several thousand dollars of the tax payer's money that was not misused by the majority will but by a mere 25 per cent. And there is another feature of that law that ought to be amended. You should make it necessary to go out and get a majority petition in order to hold a recall election, or any other kind of an election. As I understand, the fundamental principles of our Government, it was organized along such lines as made it necessary that a majority should rule and not a mere minority. Now, as I stated, the damage is not only in money, dollars and cents, but it is much greater than that, it is the damage that is irreparable, almost incalculable, the amount of slander and vilification that is used frequently in those recall elections. It matters not what class of people you have representing you. It is of little importance how I came to be a member of the Board, how long I shall be there, but it is of vital importance to the community whether your community is being bound together with the spirit of helpfulness and co-operation rather than being torn asunder all of the time with slander and vilification which follows and attends recall elections. Now, the only way we can get any redress from this thing is to have the reform come from people like you, who have a legislative body, with

a state wide influence, and get them to help reform this matter. And I would be pleased to see this matter turned over to the proper committee for consideration at least. And I know that there are many cities that are in as bad a state as we are with reference to our recall elections. The city of Venice over here has had a recall election. Every time one of those recall elections comes along it dissipates a certain amount of money. For instance, in our own little town we have had, during the past twelve months, four recall elections, and the complexion of the Board stands today as it did then, but there has been dissipated almost four thousand dollars of the taxpayers' money. Now people generally, even many people who have grown up and live in the larger cities, do not know anything about the limits that we have to the amount of money that can be raised in these little sixth class cities. We have, primarily, only one source of revenue for our little cities, and that is one per cent of the assessed value. You take the average little city of six or seven thousand people where you have only a total assessment roll of two million dollars, and your total income is twenty thousand dollars a year. Out of that you have got to do innumerable things. If you have to take out of that four thousand dollars for recall elections in one year, you have not got much left, and you are pretty badly crippled. I only ask that you people give us your help. (Applause.)

MR. BECK: I want to say that I heartily approve of what the gentleman has just said and I really think there ought to be something done about it. My thought is now when there is a recall election there ought to be a counter petition. At the present time we have provided, in our charter, that people must go to the City Hall to sign the recall petition. But I would say that along

with that recall petition, there should be a counter petition for those people who are not in favor of the recall, and find out if the people want to go to the expense of having a recall election and spending the taxpayer's money. I move you that the gentleman who has just spoken be appointed a committee of one from this body to confer with the legislative body of this Assembly, to bring before the Legislature, if they deem wise, such a reform of that part of the recall law as will be in harmony with what has been suggested here this afternoon.

MR. KIERNAN: I second the motion.

THE VICE-PRESIDENT: Any remarks upon the motion?

MR. SINSHEIMER: Is it to be understood that the decision of the Legislative Committee is the decision of this body?

THE VICE-PRESIDENT: I will say that this body will meet again before the Legislature meets, and the matter will come up.

MR. SINSHEIMER: You are opening a very large and a very wide subject, and does the League of California Municipalities, assembled here, wish to delegate that authority to someone else, or do they want an open discussion of the whole matter and its decision by a regular vote of the League itself, yea or nay?

THE VICE-PRESIDENT: We have another meeting before the Legislature meets, and they cannot do any damage anyway before that time. In my many years' experience I will say that it has not been the habit of the Legislative Committee of the League of California Municipalities to go off half cocked on new things which the entire organization would not approve of.

MR. LOCKE: I feel, especially in view of the fact that we have a moment or two to spare, that I would be recreant to my trust if I did not say a word or two on this matter. But I desire to address

PACIFIC MUNICIPALITIES

my remarks particularly to the gentleman who spoke from Watts. About ten years ago, the Legislative Committee of the League did have a measure prepared designed to modify the recall law, so as to provide that the man sought to be recalled would have the same right of petition as those who proposed his recall. As it now stands, we must all admit that it is a one sided affair. A group of individuals, desiring to get rid of some official, simply go out and circulate a petition, and like all other petitions, they have no difficulty in getting a lot of names attached, and the first thing we know the man is put on the defensive. Not only that, but the man sought to be recalled must receive a majority vote, whereas those running against him only have to receive a plurality vote, and that is another very serious matter for our consideration. The proposition, as submitted on the ballot, is, "Shall John Smith be recalled, yes or no"? One thousand people say will go to the polls. If 501 vote "yes" he is recalled automatically. Say there are five people running against him, and the highest of those five gets 220 affirmative votes he will be elected, despite the fact that 499 voters vote to retain the man against whom the recall election is held. There are lots of defects in the law at the present time. We tried to get a bill over in the Legislature in 1915 but we were unsuccessful. And perhaps we will be unsuccessful until we get somebody in Sacramento that has more sympathy with what we are trying to do. There must be delegated, to the Legislative Committee, authority to represent this body. We will have another meeting before the Legislature convenes, but when the Legislature does convene, and you have your committee at Sacramento representing you, that committee must have the power and the authority to speak for you. It

cannot be any other way. (Applause.)

The motion is carried.

MR. DU REE (Reedley): Mr. Chairman and delegates: I have a matter that I wish to call to your attention, and that is the matter of Municipal air ports. We are desirous of getting an ordinance passed which will cover all cities, as soon as possible. The ordinance we are preparing at the present time, regulating flying over cities and over congested districts, is along the lines recommended by the United States Government, and Colonel Moulthrop of the Los Angeles field has recommended it also. Santa Monica has passed it. Each city of course will have to change the ordinance to meet local conditions, in some respects. We should have a unified ordinance so that, unlike the present automobile ordinances, every time a flyer goes into a town he will not be subject to an entirely different law. If you are thinking of passing such an ordinance in your city, please consult with our office here, the recreation department has charge of it, and I will be glad to send you a copy of the ordinance now before the City Council, so that the same ordinance will apply, as much as possible, throughout the state. It will make it much better and promote aviation, to a certain extent.

MR. KIERNAN: I make a motion to refer Mr. Beck's proposition in regard to attendance of the delegates to the executive committee.

MR. BECK: I want to second that motion.

THE VICE-PRESIDENT: It will be so referred. Has the Health Officers' Section any report to make to the convention at large?

A DELEGATE: No report to make.

THE VICE-PRESIDENT: We will at this time take up the report of the Nominating Committee.

Report of the Nominating Committee Election of Officers

(Secretary Locke reads the report of the Nominating Committee.)

THE VICE-PRESIDENT: This is the signed report of the Nominating Committee. It is not necessary to adopt this report, as I stated at first. The rules of the Convention are that, while this is the report of the Committee, that nominations may be open, and that the entire Convention may have the selection, if they so desire. They recommend, for President for the ensuing year, Mr. H. L. Moody, the auditor and assessor of San Diego. Are there any further nominations? (Moved, seconded and carried that the nominations be closed.)

THE VICE-PRESIDENT: Secretary-Treasurer Mr. H. A. Mason. Are there any further nominations? If not a motion is now in order to declare elected Mr. H. A. Mason.

The motion is made, seconded and carried amid applause.

THE VICE-PRESIDENT: The Executive Secretary, Mr. William J. Locke. Any further nominations?

It is moved, seconded and carried that the nominations be closed. (Applause.)

THE VICE-PRESIDENT: Mr. Moody, at the close of this Convention, assumes the office of President of this Association.

(At this point amid applause Mr. Moody is escorted to the platform.)

THE VICE-PRESIDENT: Ladies and gentlemen of the Convention, the office of President of this Association is no light task. There is real work ahead for any man who accepts this position. I feel quite sure that the gentleman whom you have honored with this election will do his best to fulfill the duties of the office as well as those who have preceded

him. Mr. Moody, the President elect. (Applause).

PRESIDENT ELECT MOODY: Mr. President, ladies and gentlemen of the League: Your Vice-President has well stated that the honor you have conferred upon me today is no light one. I shall endeavor to fulfill the duties of this office to the best of my ability, so help me God. I realize, gentlemen and ladies, that I may come very short of your expectations in attempting to fulfill the duties of this office. My shortcomings I hope you will overlook, and I trust that you will co-operate in every way to make this League of California Municipalities a real power for good in the state of California. I believe that our organization represents a very vital element in our society. I believe that all workers in human society must begin at the bottom and work up. If we are able to govern ourselves in our cities first, we may be able to govern ourselves in our counties and nation. But the responsibility rests with you and me as to how we govern ourselves in our respective communities. I want to pledge myself to the fulfillment of this ideal in our city government. I want to pledge myself to a better enforcement of constituted authority. I believe, if there is one element in our social affairs today that is of a dangerous nature, it is that idea, that is so prevalent among the people of our state and nation, and that is a disrespect for constituted authority, a growing disrespect for authority. And I want to pledge you, my friends, every effort on my part to bring about a revival of the fundamental principle of enforcement of the laws on our statute books. The best way in the world to get rid of a

bad law is to enforce it, and enforce it to the limit. I want to offer myself to you in the capacity of a servant. I want to be of assistance to the small communities, if I may be, anywhere in the state of California. And during the next year I invite you to confer and to ask me to assist you in any way that I can in the solving of your problems. I am willing to go anywhere, any time, and do anything that is in my power to promote the city government of any city in the state. I thank you from the bottom of my heart for this honor you have conferred on me.

And I might say, in closing that a little woman up here in the Sanatorium is going to be mighty proud, and her heart is going to be made glad for the thing that you have done today. (Applause).

THE VICE-PRESIDENT: We surely appreciate the sentiments which were expressed by you both for yourself and the one in the hospital, and I am sure that with you goes our best wishes, and we hope that the most unqualified success will attend the year that you are President of this organization. (Applause).

DOCTOR BROWNING: (Secretary of the Health Officers' Section.) I am sorry that we did not have the opportunity of making out a full report, as we did last year and on previous occasions, but our sessions have been so strenuous that the secretary has had very little time to devote to anything of that nature. However, I would like, just briefly, to make a verbal report on some of the important things that have been dealt with. And the first thing I want to report is that our sessions have been very unusually well attended. Yesterday afternoon we reached the peak of attendance with 259 present at our meeting. In the morning we had 253. The day before we had 233 and so on. The business session only took place this afternoon at half past one, and the important part of that

business session was the last item, which dealt with the question of doing something along a constructive line toward the organization, if possible, in our municipalities of Municipal hospitals, something for which there is a great need at the present time, particularly in our smaller communities. Our President has appointed a strong committee to deal with the matter, study it and report back at our next meeting. I think it would be proper for this body to likewise appoint a like committee in order that they can study the question from the layman's standpoint which is, after all, the important thing. We speak of it and study it from the professional standpoint, but we know very little about the layman's ideas of these things, and if we can get the co-operation of a like committee from this body, dealing with the layman's ideas for a small municipal hospital, that will help solve the general welfare problems of the community as well as take care of tourists coming through the community in their automobiles, from which class we get so much accident work, then I think that we will be able to get something definite and constructive ready for our next meeting so that we can really accomplish something. That is the most important thing that we have started during this year. We have had our election of officers, resulting in the re-election of Doctor Dickie, Executive Secretary of the State Board of Health, as President, Doctor W. B. Wells, of Riverside as the Vice-President, and myself again as Secretary-Treasurer. That covers our report. (Applause).

SECRETARY LOCKE: I was wondering if the City Manager's Section had a report to submit. They are not regarded as a section of the League, although affiliated with this body, so perhaps they do not feel that it is incumbent upon them to report the result of the conference they held this year. I understand that

there were 22 or 23 City Managers present out of a possible 32 in the state of California, our state taking the lead in this form of government, together with the state of Michigan. But, while I am on my feet, Mr. Chairman, I just want to say a word or two in relation to what I spoke of yesterday, and that is the great attendance that we had at this Convention. I prophesied, as many of you will recall, that we would perhaps have a thousand delegates registered at this Convention. The gentleman in charge of the registration brought one thousand badges with him. Those one thousand badges were exhausted yesterday and those who have come in since to register have been unable to secure badges, so we are certain of the fact that more than one thousand delegates attended this convention. That, of course, includes the guests, but this is the largest Convention ever held in the history of this organization, both in the number of delegates in attendance and in the number of cities represented. (Applause). Furthermore, Mr. President, I think it is safe to say that this is the greatest convention of city officials ever assembled on the American continent, bar none. We have about twenty states in the Union having organizations of this kind, and the state of California, I am happy to say, appears to be in the lead, in point of interest, in point of attendance and in the point of the work that is being done by the organization. I think we should feel very proud of that fact.

MR. SINSHEIMER: I would like to call your attention to the fact that we have separate departments here for City Managers, we have separate departments for attorneys, we have separate departments for health officers, we have separate departments for councilmen and for engineers, but I fail to see whether there is any department whatsoever for Mayors. And I want to call your attention, and

the attention of the Convention, to that fact, and it seems to me that it might be well and in order that, in addition to the other departments which this League is developing into, to develop one also for Mayors. Their function, in a way, is quite different from the function of all of the other officers. And it seems to me that a separate department would do a great deal of good.

THE VICE-PRESIDENT: The Executive Committee will take note of that.

MR. ANDREWS: We have with us here a remarkable man, and the success of this organization is very largely due to the great work and services of this man, Mr. Locke, and while we all recognize and know that, still I like to tell a fellow what I think of him. We all must have the same feeling. The success of this League has been so great. Who has brought that success about? It must be a matter of common feeling and knowledge with us all that it is our Executive Secretary Mr. Locke. Take in connection with the attorney's section of the League: Mr. Locke is a veritable encyclopedia of law in the state of California, and when a question comes up we just naturally and instinctively turn to Mr. Locke for any decisions that have been made upon it, and for advice regarding it, but in all of the sections and in all of the departments of this institution he moves about with such absolute knowledge of it, that I cannot conceive of this institution being so great a success if, by any chance, his services should be taken from us. And those services and the advice that he has given have been so cheerfully rendered and given, and so courteously and kindly, that I feel like offering a resolution that would express our appreciation again to Mr. Locke for his services to this organization. (Applause).

THE VICE-PRESIDENT: That motion is carried unanimously.

MR. MASON: Mr. President, Doctor

Browning called attention to the activities of the Medical Section and stated that they had appointed a special committee for a particular purpose, and requested that this body authorize a similar committee to represent the layman in the matter which they have under investigation. I am therefore going to move that the Executive Committee be authorized to appoint such a committee whenever the time shall be proper, for the collaboration of effort with this association and the Health Officers Section.

MR. KIERNAN: I second the motion.

The motion is unanimously carried.

THE VICE-PRESIDENT: There is one part of this Convention that we have overlooked entirely. By far the best behaved force has been the ladies, because they have not taken up any of our time. I do not know just which ones of the ladies are delegates. There are two council women from the city of Richmond, but I certainly would call upon any lady who is a delegate to this Convention to get up and say a word to us. You know, this is the time you have a chance to say the last word.

MR. ANDREWS: My wife has been taking in everything that has been offered. I have not had to spend a cent on her in any shape or manner. I do really think that in the matter of the entertainment that has been afforded us, particularly to the ladies of the Convention, that it has been almost more than could be expected or desired. The exertions that have been put forth and the entertainments that have been given have been beyond our expectations. I offer a special resolution thanking the management for their entertainment of our wives and sisters and sweethearts.

LONG BEACH MUNICIPAL BAND.

MR. DU REE: Mr. Chairman and delegates: I take great pleasure in introducing to you Herbert L. Clark, who is

known throughout the musical world as the premier cornetist of the world. He is Director of the Long Beach Municipal Band which we consider, and have no hesitancy in saying, one of the greatest bands in the United States today. Mr. Clark was honored by being called to St. Louis to direct the musical directors there in a great massed band. (Applause.)

MR. CLARK: Mr. Chairman, friends and delegates to the Convention: This is rather impromptu. We just finished our regular afternoon concert, and I am sorry that I have not been able to be here during your convention more, but we are kept very busy trying to entertain our townspeople and guests and tourists who come from all over the country. It keeps us busy twice a day. I would like to say a few words about this municipal band. Long Beach is the only city in the United States of America that supports a band playing the entire year round, two concerts daily except Mondays. The city started this many years ago, I think some 16 years ago. They had a small band of 25 men, and it has increased today to 51 men where we can give proper musical entertainment by playing a class of music that will give the proper tone and coloring, and by having 51 men it is evenly balanced. Of course, people generally do not understand what that means, but you "balance" everything in music as well as in business. We entertain so many people. The old people and the young people come to our concerts. In the fall we play in the auditorium, starting tomorrow, and in the summer time in the band shell for four months. And I hope, in time, that other cities, not only in California but in other states of the Union will adopt the same measure that Long Beach has done. I have only been here not quite two years, and it has been a pleasure to play for the people and to entertain them. Music is a wonderful thing to keep crime

away. It is doing much good to those who are shut in because our concerts are broadcasted every afternoon over Echo station, K. F. O. N. This station commenced last year with a hundred watts, and it is going to be increased this fall to 500 so that the people of the east can hear the music. And we have had letters from Alaska even with our present small broadcasting station and from Samoa in the Polynesian islands and in different parts of Canada that have heard us at times. It is a wonderful thing, for the shutins and those people who cannot come down to the concerts at Long Beach can enjoy the music, and I think that Long Beach is to be highly credited in endeavoring to promote such a wonderful chance for people to hear a good class of music. Our men are all selected, they are picked from the best men I can get in the country. A great many of them are men who have made music their profession and want to come to a climate that is very even all the year round. That is the principal drawing card that we have, and then they love to play a good class of music with other good musicians. I might also mention that the members of the band are under civil service, and they have to conform to the requirements of the civil service, being a municipal band. I just want to thank you and tell you that I am very pleased to be here today, and there are four of my principal men who will try to entertain you in an impromptu number or two. It is my intention, way along in the future sometime when all the cities in California support municipal bands, to have visiting times when the

Long Beach band can go to another city and the other city band will come to Long Beach so that our cities will not be deprived of music, on the same principle as baseball clubs visit around. It will create a great deal of interest among the people, and when this can be thoroughly done in the different cities, it will be a wonderful thing, not only for the public, but for other people. And it will be possible to do these things if the townspeople of the other cities will adopt the same methods that Long Beach has adopted. I might say, for the benefit of the delegates to the Convention, do not try to experiment, if you want to form a municipal band in your town, come to Long Beach, sit with our city fathers who will explain how it is done and how easily it is done. Thank you. (Applause).

After the rendering of some numbers by members of the Long Beach Municipal Star Band, and the playing of the Spangled Banner the Convention adjourned sine die.

BRIDGEPORT TRAFFIC SPOTS

The Bridgeport Brass Company of Bridgeport, Connecticut, has recently placed on the market a new device for use in traffic marking. The device consists of brass cups of from three to four and one-half inches in diameter, which are embedded in the pavement with an iron tamper or a road roller after being laid out in the desired designs. The markings made by the use of these devices are permanent, and the cost of installation is quite moderate.



(Continued from page 480)

down town today as they were more than half a century ago—three-quarters of a century ago—and yet we have piled upon those streets a demand for their use which is a thousand times greater than the streets were originally planned for. And thus we get congestion, that is, a condition where the movement of population through the streets is retarded. And, of course, when you get a movement that is retarded, a slow movement, you get a costly movement, and, after a while, you get a situation which is impossible. And then our cities must change their character and begin to come in, as it were, instead of spreading out into individual homes. The problem of street congestion is the thing which causes density of population, as much or more than any other factor.

Congestion adds to the cost of living in the cities. In New York City a sack of potatoes can be carried from Michigan, about 1,500 miles distant, as cheaply as that same sack of potatoes can be carried from the terminal to the consumer. That is what street congestion has done in the city of New York. It is what it is beginning to do in the cities of the Pacific Coast, which are growing so rapidly. And it does not only mean that congestion is a detriment in the larger cities. It means also that, in the smaller cities it has also a retarding effect. I know of no city around Los Angeles, large or small, that is suffering from traffic strangulation more than the city in which we are at the present moment, the city of Long Beach. Congestion, therefore, is one of the problems which the automobile has brought.

There is another problem, and that is the problem of safety. I am not going to harass you with the details of the accidents and the tragedies upon the streets of our cities today. You know those problems in your own communities, and

there is no community in this state so small, that it does not have its toll of accidents and fatalities some time during the year. Last year there were killed, in the use of automobiles, 22,000 people, probably a number equivalent to a fourth of the permanent residents of Long Beach. Imagine what that means in the today amount of tragedy in this country! And not only that, but 648,000 people were seriously injured in automobile accidents, so seriously injured, at any rate, that a permanent record was made of the accident. It is a crying shame, it seems to me, that our cities have not taken hold of the problem of traffic regulation and traffic safety more energetically than they have. I think probably the chief answer to it is this: that the problem has come upon us so quickly, in the last few years, that we have not had time to plan for it as we have in our other scientific branches of city engineering, such as water engineering and sewage and waste disposal.

This is some problem which has arisen. How are we going to take care of it? It does not do any good to point out a problem of this character, unless you also point out the way to remedy it. The first remedy is represented by Mr. Pomeroy and Mr. Whitnall, exponents of city planning, which movement is concerned in designing proper arteries of communication within the city, so that they will carry this burden which has been thrust upon them. And in their hands lies the ultimate solution of the traffic problem.

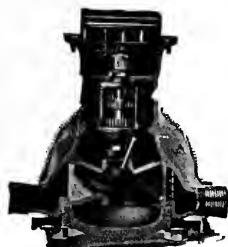
But there is another factor. If we had to wait for a redistricting of our cities before we could begin to solve this problem, it would be a very sad thing. Indeed, I will go so far as to say, that city planning alone will never entirely remedy the condition, although it lays down the basic solution for it. You may have a boulevard, 500 feet wide, three

times as wide as is needed to carry any strain that will be put upon it, and yet have the most dangerous artery of travel that you can imagine. There is another factor in the solution of this problem, and it is this factor which I desire to speak about more particularly today, and that is the matter of street traffic regulation. I was told, when I started in the study of street traffic regulation four or five years ago, that there was no way to remedy it, and that our streets had just gotten all filled up with traffic, and that there was no way of remedying it, without digging new streets, or digging tunnels for the automobiles, or building second story levels for them to run upon, or some other fantastic solution of the problem. The science of traffic engineering has progressed very greatly in the last four or five years, and I want to tell you something about what has happened in the city of Los Angeles in connection with a partial solution of the traffic problem by means of the installation of simple scientific rules, rules which are designed, not for the horse drawn age, but rules which are designed for a city with super-saturated streets, carrying through them automobiles, instead of horses and wagons. For four years past Los Angeles was at the head of all the cities in these United States, and I suppose I would be correct in saying in the world, in the number of people who were killed upon the streets, in proportion to its population. I was told, when I came to Los Angeles, that there was no way to reduce those accidents, that they were an inevitable corollary of the super-saturation of the streets and of the modern automobile transportation.

A group of engineers and business men in Los Angeles found that the conditions, both from the standpoint of congestion and safety, were intolerable. They said, "We will have to design some system of regulation which, if possible, will bring

about a relief to this condition." And many of them did not think it could be done, but they were willing, under the intolerable conditions, to try. The city council was good enough to give this group of individuals practically carte blanche, so far as the regulations which were to be installed, were concerned. The Los Angeles traffic ordinance went into effect on January the 24th of this year, and I want to tell you what happened in the first six months after this new ordinance was adopted in the city of Los Angeles. As compared to 1924, for the first six months, all traffic accidents were reduced from 1856 to 1192, in the face of a 20% increase in automobile registration in the city of Los Angeles. Fatalities were reduced, during the first six months of this year, over the first six months of 1924, from 118 to 82.

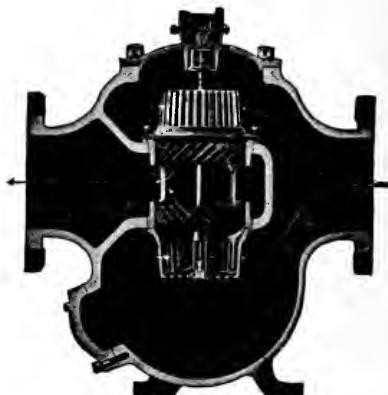
Now, something about congestion. I was always told that it was impossible to make the streets safe and move traffic more rapidly at the same time. There has been practically a 50% increase in the volume of traffic moving through the downtown streets under the new system of regulation. Under the old system we got seven vehicles, on an average, through each signal opening at the typical intersection. We are, at the present time, getting an average of 11 vehicles through those intersections. I hope you will pardon me for speaking about these things because I happened to be intimately associated with the regulation. I am a little bit, perhaps, in the position of the engineer who was suing for a fee from a client. He got up on the witness stand and was being questioned by the judge. And he said to the judge, "You know this fee is not at all excessive because, actually, I am the very best engineer that ever operated in this part of the country. I know my business so thoroughly that I am justified in charging a fee five or six times as large as anyone



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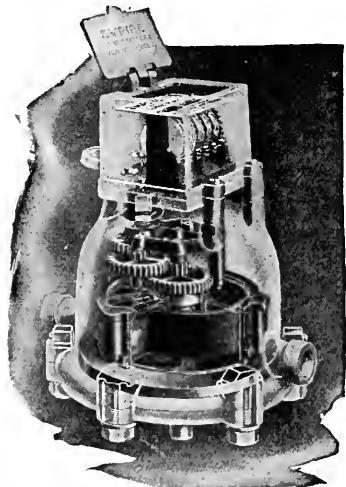
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else charges." And after he got through testifying and went down among his friends, his friends said, "That was a very bad statement for you to make. You should not toot your own horn so much." "Well," he said, "my goodness, man, I was under oath." (Laughter.)

I am not under oath, except that I do feel under moral obligation to tell you about the facts, because the facts involve human life and human happiness, and the facts involve economic prosperity, and the facts, under such conditions, of course, ought to be made public.

I am going to speak about something now that affects every community in the state of California, and more particularly do I want to speak to those delegates from communities in Southern California. This address was supposed to be accompanied by motion pictures, which would express graphically the principles of traffic relief and traffic congestion. We have not the motion pictures here, but the program itself illustrates traffic congestion, it seems to me, about as admirably as any motion pictures could. (Laughter.)

Actual congestion is a good sign, in one way, because it indicates a lot of bustle and a lot of business and a lot of prosperity. But the conditions among California cities, particularly in southern California, and those cities surrounding the city of Los Angeles, have become, to some extent, very disagreeable ones. I want you to imagine, if you can, the system of a great transcontinental railway, operating trains from the city of Los Angeles to the city of Chicago. Now, each one of those railway systems will have, in that distance of track, probably a score of divisions. Imagine a train starting out from the city of Los Angeles, going out to Needles. All along that division it has signals where red means "stop," and where green means "go," and yellow means "warning." There are

also regulations regarding the operations of trains, signs for speed, other directions, signs to the engineers, certain methods of signaling the desire of the engineer by means of whistles. Now, suppose that, as soon as that engineer got over that division point at Needles, there was another set of regulations altogether where green meant "stop," and yellow meant "go" and red meant something else, and whereby the signals by whistles were different than they were on this side! How would that railway train get along? Well, all of the communities are just about in the same position, so far as the efficient interurban traffic control and regulations are concerned, as that railroad would be in, if its signs and signals were changed at Needles.

I remember a time when a trip from Long Beach up to Los Angeles was quite an experience, almost an adventure, I might say, and when a trip from Los Angeles to San Francisco, when an announcement of such a trip was made, a man's friends came around and sympathized with him over the hazards of the road that he was going to meet, and if he got back in three or four weeks, having been traveling most of the time, his friends rejoiced with him. Now, you get in your car in the morning in Los Angeles, and you are in San Francisco in the evening. The automobile has made California one community. We are not divided up into counties and towns any more, we are Californians. The automobile has made Sacramento closer to Long Beach than Watts used to be, for all practical and convenient purposes. Now, it seems to me the time has come for us to seriously consider the possibility of standardizing and simplifying and unifying our methods of traffic control in California. We depend upon you sister cities for a great deal of our prosperity in the city of Los Angeles, and I may say also, that the reverse is true. There is a constant

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flow back and forth of our population, whether commuters or whether purchasers or whether upon pleasure pursuits bent. It is very highly unsatisfactory that there should be a set of traffic regulations in the city of Los Angeles which differ from those in the surrounding communities. I want to point out some of the detriments which such a situation possesses.

All of you have had experience with this, so that we do not need our motion pictures. You know the traffic rules in your own community if you are a good citizen. Of course, I understand that many people do not know that even, because they are so complex and full of legal phrases that the average man does not understand when he reads them. But, if you do know the regulations in your own town, you have no idea as you go through other towns whether you are going to be stopped on some arbitrary pretext for some technical violation of the rules which you cannot humanly be expected to know. So long as each one of our communities proceeds upon the idea that that community is, for traffic and transportation purposes, an isolated community, just so long will we have all of this friction and inconvenience which the motoring public must, of necessity, suffer. And then there is another aspect of the problem as well. Those who drive under a certain standard set of traffic regulations in one community come to know what they are expected to do under a given set of circumstances. They also come to know what they can expect other drivers to do upon the highway. And I may say that, right there, is a solution for the whole traffic problem. When you know what the other man is going to do, when you can reasonably expect that, under a given set of circumstances, he is going to act in a standard way, then you will be able to avoid any conflict or collision with him. So, there

is a safety factor involved in unification as well.

Now, it is not the desire of the Los Angeles Traffic Commission, or the desire of any other public transportation body in the city of Los Angeles, to force down the throats of any of the local communities surrounding the city of Los Angeles—any of the communities which constitute this one great community of southern California—any system or set or standard of traffic regulations. But we do wish to urge upon you the necessity for uniformity, and in order to suggest something concrete for your consideration and for your action, if you find that your decision is favorable, the Los Angeles Traffic Commission, in conjunction with the Automobile Club of Southern California, has prepared what is called "A Proposed Uniform Local Street Traffic Ordinance" for southern California cities. This is a brief ordinance. It is an ordinance which will replace, in much smaller space, any traffic ordinance now in force in any of your cities. It can be boiled down to a little pamphlet of four pages, in which you can express every idea regarding traffic regulation in your community which is needed for the safe and convenient movement of the people through your streets. This ordinance is based upon the fundamental principles of the traffic code of the city of Los Angeles, which has accomplished those things which I have already told you about. We feel that the adoption of this uniform traffic ordinance throughout the cities of southern California will promote safety in your individual communities, by acquainting the people who come in from the other communities with what they are supposed to do, by reducing the inconvenience of your own people when they go into other communities.

Just a few words in connection with the principles of this uniform traffic code. It is not that it is desired, as I say, that

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any community should have arbitrarily forced upon them a system of regulation, which they have not considered, nor do not consider, suitable for their locality. Notwithstanding the fact that the regulations are based upon the principles of the Los Angeles code, all of the regulations have been made so flexible that it is possible for them, I believe, to be adjusted to local conditions in any community. Flexibility, therefore, is the first principle of the code. Adjustability to local conditions, without bringing about variations which result in confusion and hazard to automobile drivers.

In the second place, the code provides for the centralization of traffic authority in some officials or group of officials in the city, doing away with this haphazard and chaotic condition which exists in most communities. In Los Angeles we have placed the control over traffic conditions and signing and regulation in the hands of the Board of Police Commissioners. And I want to say, notwithstanding the very high intelligence of the average councilman in California cities, so long

as we proceed upon the theory that the councilmen are always available, upon the behest of any individual or group of individuals, to sit down at any meeting of the council and draw a new traffic regulation, or an amendment to a traffic regulation, just so long we will have chaotic conditions upon our streets.

Another principle is the standardization of methods of control. Red ought to mean one thing to a motorist, wherever he sees it; green ought to mean the same thing to him everywhere. A sign of a certain color and a certain size ought to mean the same in Los Angeles county as it means in San Diego county, for when a motorist is driving along at 30 or 35 miles an hour, he gets his visual impressions at a glance. He has not time to read the sign. He just gets a general impression of the size of the sign and the color. So standardization of colors, and standardization of size, is one of the principles which is an outstanding factor in this uniform system of traffic regulation.



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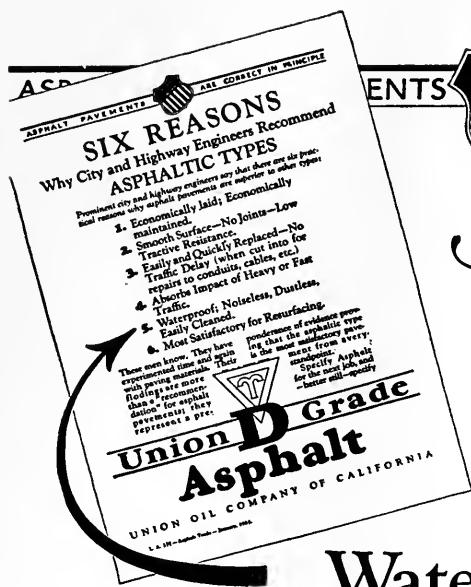
(Continued from page 488)

are entirely a predatory element, but if we can draw any great distinction along those lines, that distinction must be drawn between the city and the country. And that which builds up your city is certainly the surrounding country. And we are fully of the opinion that the law should be permitted to remain as it is, that the moneys derived should be devoted wholly to the improvement of the county roads, and the city to take care of its own streets. We have a very striking example of that in our neighborhood at the present time. A little community, consisting of a comparatively small number of people, located north of our city, tiring of the dilatory tactics of the highway commission, a few days ago voted to bond themselves for something like \$300,000, in order to complete the highway from a point something like 15 miles north of the city of San Luis Obispo to a point some 40 miles north. They have asked nothing of anybody. They have shouldered the entire burden. They propose to build the road. And they say to us, and to everyone, "You are welcome, come as often as you please, we are very happy to have you come." And it seems to me that spirit is the proper spirit, the spirit of reciprocity, and the spirit animating us to take care of our own needs.

MR. KIERNAN: I take exception to the remarks about the city being entirely dependent upon the country. Some of these country fellows would be in pretty hard luck if they did not get some help from the city. For an example, about all the asparagus eaten in the world is raised in the delta country near Sacramento. If it was not for the mammoth canneries up there taking care of that stuff, some of those farmers that are holding people up for \$1,500 an acre, when they sell their farms, would not be riding around in a Rolls Royce as they are today.

MR. CLARK: I think this matter ought to be thoroughly thrashed out here. I think the fact that as big a city as Los Angeles, with a group of intelligent men at the head of their government, is disposed to ask for a portion of the gasoline tax to help them pave their main arteries, certainly should be an example to us, a proof of the fact that it is no more than fair that every city in the State of California should have a little of that money to help them pave their streets. And I think that we ought to get back of this thing, and when this discussion is over I believe I would ask that this convention endorse some sort of legislation of this type. Now, I am not asking that the division be made in the same way that it is made to the counties, in proportion to the number of automobiles registered in the city, but I say that, inasmuch as the big cities have realized that it is right and proper to go before the Supervisors and ask for some of this money, it proves that we are entitled to it. Of course now it all depends upon whether or not the Supervisors wish to give it to us. If it is right for us to have it, then let us have some legislation that requires that they give us a little of that money, so that it will not be simply a question of whether they wish to do it or not.

MR. BACKUS: The country, to a certain extent, helps pay the gasoline tax. I just want to draw your attention to another thought that I got from a gentleman from Siskiyou County. He said that in that county they have very few roads. The Supervisors receive about \$1,500 from the gasoline fund, and it is all frittered away in patching up roads here and there. Now, the State of California is a unit, and it seems to me we ought to look at this thing in a broad gauge light. Of course we people from the city feel that our city should get everything that is coming to them, but, at the same time, there is another way



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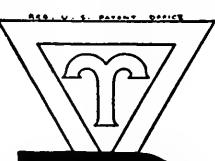
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to look at this thing, and I think we ought to look at it in the light of the best good for the State of California. I feel that Los Angeles, for instance, ought to be big enough to go beyond their county line and distribute some of that money. (Applause).

MR. WHEELER: We are distributing two-thirds of it. But that is not the point. We are satisfied, in the city of Los Angeles, with the action of our Supervisors, but this is the point: we are not going to play the dog in the manger. We are here as members of this League to help every other municipality in the state get the same things that we have got for ourselves.

MR. BACKUS: The city of Los Angeles can afford to distribute some of that money. Probably in Kern County or Tulare County, if it was distributed among every little town in Tulare County, say, it would not amount to anything, and the towns of Delano and other places would get such a small proportion that it would not make any appreciable difference.

MR. PARK: The Supervisors take just as good care of us in the eastern end of Los Angeles County as they do in the city of Los Angeles. I think that the trouble is that the distribution of the gasoline tax to the counties is not the right system. We cannot get an equal distribution among the cities. I have been down here in Long Beach for the past three days. And I have driven my car more miles since I have been in the city of Long Beach than I will drive it in my home city, Pomona, in thirty days. Coming down here to this convention, half of my mileage was in Orange County and half in Los Angeles County. Now, if we could get the state to distribute that gasoline tax in a little different shape then some of these counties that do not have as many autos would have a larger revenue perhaps from that source. Los

Angeles County is the second richest county in the country. It does not need the money that they get from the gasoline tax, as far as the county is concerned. It may help Los Angeles. Of course, they need all the money they can get. They are drawing people into this section of the country, and everybody that comes out here does not like Los Angeles, some come to Pomona, and Riverside and San Bernardino. We want our people to go to Los Angeles, and then, when they look around in the stores and find they can buy cheaper at home, they do their buying at home. The country people are more dependent upon the merchants in the city than the merchants are on the producers. I can raise chickens and I can raise pigs, and I can raise vegetables and fruit. And what more do I want, as far as food is concerned? I can get a goat and have my own milk. But if I want a suit of clothes, I have to go to a merchant for it. If my pump breaks down I have to go to the city and get the proper machinery. The merchant in the city has to take care of the people in the surrounding country, and the local merchant pays three times the taxes that anybody else does. So I think that the delegates here ought to take into consideration, on this gas tax question, that it should be for the general benefit of the state and not for the individual counties. What put Los Angeles on the map? It was the Chamber of Commerce of Los Angeles, composed of business men. They spent their money freely. Who put over the Santa Barbara relief fund? They apportioned 60 per cent. of that fund among the business men. They have got to get it back, and they have got to have good roads to bring in the country people. I think the solution of this thing is to have an apportionment throughout the state and eliminate the counties from getting a large portion of the tax.



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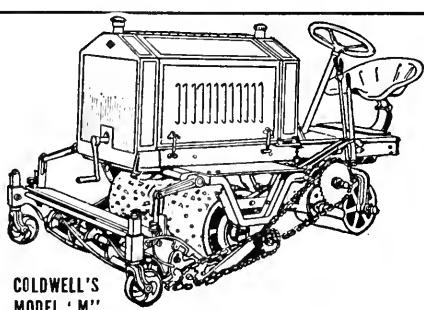
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MR. SINSHEIMER: The rest of us that are quite a distance from Los Angeles have an idea that Los Angeles is a bit selfish in what she does, and, while we keep a close eye on her, we usually try to work things out for ourselves. I would like to ask this question: Does the city of Los Angeles, or does any city in the State of California, apportion the taxes which it raises to the particular locality where the tax is paid? It absolutely does not. It regards itself as a political entity, and the entire city as a unit. You do not apportion, for instance, the money that is raised from the taxes on property along Broadway in Los Angeles to the improvement of Broadway. You apportion it to the entire city of Los Angeles. And as the gentleman said here a moment ago, the State of California is a political entity, and the money that it receives from every source should go all over the State of California to those places where it is needed, not particularly to the place where it is raised because if it did, one place would grow and prosper and the other place would not. But California is one state, it is one political unit, precisely as the city itself is a political unit, and there is not a council or there is not a governing body of any city in the state of California that would, for one moment, dare to spend the money that was raised in one particular place upon that particular place. And in my opinion that principle extends throughout the whole state, to the municipality, to the county and to the state. Now, as far as producers and the predatory interest is concerned, there are producers within the cities unquestionably. Any man that works, and any man that does his duty, whether he be a merchant or otherwise or managing a public utility is a producer to the extent that a legitimate profit only is made. But when he goes beyond that it becomes, not a producer, but he becomes a member of the

predatory interest. And the remark that I made a moment ago was merely to show that, if you can make any one particular dividing line, in so far as the producer and the predatory interests are concerned, irrespective of what the gentleman may have said a moment ago, the fact remains that the producing element is largely in the country section and the predatory element in the city, providing we could draw any one particular line.

THE CHAIRMAN: It seems to the Chair that we might hear some discussion as to whether all the money that the state gets should not remain with the state and be disposed of by it. It is a state tax. Should not all of the money be spent by the state? Many believe that all of the tax money that is derived under the state tax should be spent by the state and used according to the state's idea of how that money should be spent. Mr. Kelso of the automobile club of Southern California is here. We would like to hear from you, Mr. Kelso.

MR. KELSO: I am a little bit disconcerted to think that anybody recognized me, or that you called upon me to speak on this subject, not that we are disposed at all to dodge any feature of the discussion, but another of our officials was expected to come down here and discuss this matter before you, but he was called east on business and could not be here, so I came down, without any instructions or any preparation, and not expecting to appear before you at all, but simply to get some idea of how you gentlemen felt about the subject. Now, of course, there are those different subdivisions of this question. First, shall all the money go to the state as your chairman states; second, shall the money be divided, as it has been heretofore, to the counties in proportion to the registration, or shall some of the money go to the cities? Now, as your chairman said, there are a good many people who are strongly of the

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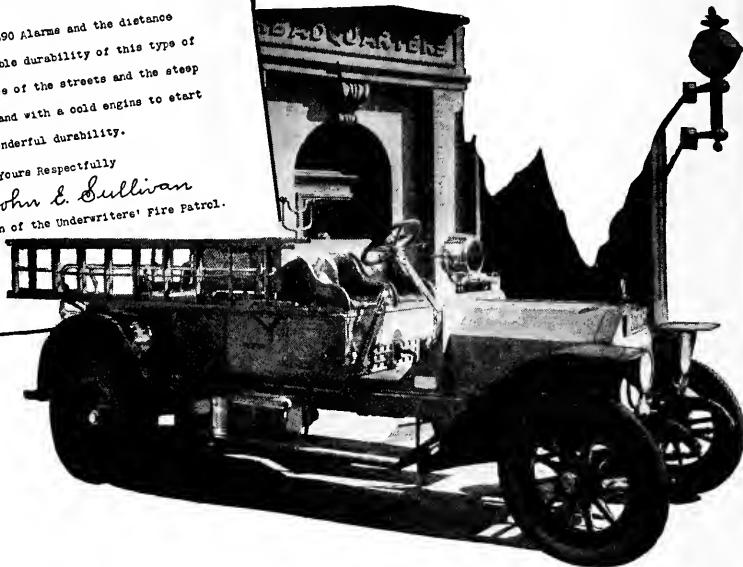
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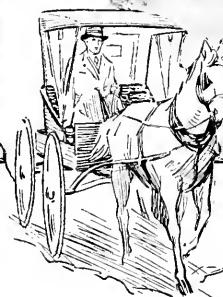
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opinion that all of the money should go to the state because it is a state tax, and the state is interested all over the state and not in any one particular locality. There are some very persuasive arguments in favor of that. I had the opportunity, just the other day in San Diego, to discuss the efforts of the Automobile Club of Southern California and the California Club also, to bring into the State of California transcontinental traffic. And I told the people in San Diego that they were interested, not only in the Bankhead highway and in the old Spanish trails, but they were interested in the northwest trails, and they were interested in the Lincoln Highway and in the other transcontinental roads, because every person, when they come into the state of California, does not want to stop in any one place particularly, they want to go all over the state, and certainly over all that portion of the state from San Francisco down to Mexico, and if they are real lovers of nature, they will go through that portion of the state from San Francisco north. So there are some potent arguments for giving all of this money to the state and letting the state highway commission expend it on those through roads which will bring the people into the state, and then let the communities take care of the people when they come into those particular communities. There is this feature of it: many of our counties have long open stretches where it would be a hardship for the people, in those particular districts, to bear the costs of the road. And that is why the present system was hit upon. Two or three of the larger cities feel that they ought to have more of the money to pave the roads within the cities, not the connecting links, but those roads, such as Mr. Wheeler referred to, where there is a good deal of city traffic, and where a heavier pavement is needed to accommodate that traffic, and where it does seem

a hardship to require people owning property along that street to bear all of the cost. I am not in a position to say just what the Automobile Club of Southern California's policy will be at the next session of the Legislature. I think you gentlemen are convinced of the fact that the Club wants to make such a proposition as is really fair, not to Los Angeles, not to Long Beach, not to San Jose or some particular locality, but to the entire state. I want to say this, on behalf of the Automobile Club, that it feels under obligation to a great many of the cities for the stand that the cities took with reference to the gasoline tax, to the increase in the gasoline tax. The cities came out very unselfishly. They did not ask that they should have their division in order to support or to oppose the particular increase. They were very unselfish about it and we appreciate what was done along that line. I cannot give you anything very definite about our attitude toward this subject. I think we are inclined to feel that we are more interested in the streets that are out of the city. Those of us who live in the cities ought to be able to take care of our own local problems. Yet the man from the city wants to find a good road wherever he goes. He does not want each locality to pave its roads in the way in which it thinks its own local needs alone require. (Applause).

MR. EVANS (Riverside): I do not think it would be wise to turn the money all over to the state and to put the expenditure of that money into the hands of the highway commission. Now our county has always had great sympathy for the work of the Automobile Club, but we are like many of the other sections of the state where there are a few cities, with small area, and large county area outside of those cities. The State Highway Commission takes a different view of where the roads ought to be put than do

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the county authorities. The development of the counties would be enhanced by taking the county view rather than the view of the Highway Commission because the Commission builds a road for the shortest distance, at the least money, whereas the development of the county might be enhanced by building different types of roads and going longer distances. During the last Legislature we were importuned to say that we were in favor of all the money going to the cities. I do not know what the majority of the people in our city thought about it, but I did not feel that way, and I believe that the cities have an obligation to the country districts, and until the country roads are built up and improved, the roads that lead into the cities, I believe that it is better for the roads in the country to be improved, just as I believe that it would be better if the next hundred thousand people that come to Southern California never saw the inside of a city, but went out and settled in the country rather than to go into the cities. I had a little house in Los Angeles and it took me over six months to get a telephone into that house, after working all the friends whom I knew. I am rather inclined to think that only a small portion of the tax should go to the cities, provided some arrangement is made with the Supervisors for more cooperation in paving the many highways that lead through the cities. But, in a broad way, I am inclined to think that it is better to leave the matter alone until we are a little bit further advanced in knowing what we can do in building up our country roads and helping the very small towns and cities, which are practically part of the country, to build their main highways and build up the country roads, and leave the money as it is. But I would want to think a long time before I would turn the tax money over to the state.

MR. KIERNAN: I have another question of information: Right alongside of my office, on the fourth floor of the Forum Building, in Sacramento, there is an organization of state employees, popularly called, among state officials, "The Convict Gang." I want to assure you they are not convicts, they are real gentlemen and ladies. I wonder how many men here are acquainted with the wonderful work of reformation they are doing in this state? They are building roads in the mountainous parts of the state. Those convicts are working out their redemption and leaving permanent monuments behind them, as a mark of their redemption.

MR. CLARK: I would like to voice a little opposition to the argument in favor of turning all this fund over to the state for this reason: that I figure that any commission is made up of human beings, and there is just a little bit of danger of any set of men yielding to certain influences. The question is whether that money would not be expended, if it were all left in the hands of the state, too much in the localities where the greatest influence could be brought to bear, and it seems to me it is a more equitable proposition to give it to the counties and leave it up to the Boards of Supervisors to expend a portion of that money. The state, under the present law, gets half of that money any way, and that is certainly plenty for the Highway Commission to spend, and leave the rest of it for the Boards of Supervisors. And then, possibly, we might go further and ask that there be some legislation enacted requiring that a certain percentage of that money go to the cities. Take as an example the highway that runs say from the northern part of Santa Clara County up through San Mateo County to San Francisco. That highway goes through a great many cities, and yet practically all the traffic that goes into San Francisco

goes along that highway and through those cities. About every ten to twenty miles the highway runs through one of these cities with five or ten or twenty thousand inhabitants, and all of the traffic goes through those cities, but most of the benefit is going to San Francisco, say, many miles away from the cities referred to. That is a point that might be discussed, whether, on trunk lines, some aid should not be given to the cities along the route.

MR. BARZELLOTTI: It seems to me that these questions were discussed last year, and we came to the conclusion that the state should contribute to the maintenance of those trunk lines going through those cities. In other words, it was the opinion of the delegates that it was not right that a state highway should cease to be a state highway at the border of an incorporated town and become one again at the other end of that town.

MR. LOCKE: There was a bill introduced at the request of the city of Fresno. The particular circumstances in relation

to the matter, so far as I recollect them, were these: that Fresno had annexed some territory in which there was a part of the state highway, or a continuation of the state highway, and the State Highway Commission claimed jurisdiction over the highway, to the extent of establishing the grade, and the city of Fresno disputed the right of the Highway Commission, basing that objection on the ground that the grades which the Highway Commission provides would not meet the grades of the municipality, and they would not carry off the storm waters. So a bill was introduced into the Legislature, and, before introduction, was submitted to the city officials of Fresno and approved by them, which provides that, in such case, the municipal authorities shall have jurisdiction over that portion of the highway, in so far as it applies to the establishment of grades.

MR. BACKUS: The State Highway Commission agreed on that and the attorney for the State Highway Commission agreed and endorsed that bill.



